

Time Bound Programme on the Worst Forms of Child Labour in Tanzania

Summary Report *of the* National Round Table

Prepared for the International Labour Organisation/
International Programme for the Elimination of Child
Labour (ILO/IPEC)

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ABBREVIATIONS

ANPPCAN	African Network for the Protection and Prevention of Child Abuse and Neglect
ATE	Association of Tanzania Employers
CBO	Community Based Organisation
CHODAWU	Conservation, Hotel, Domestic and Allied Workers Union
CL	Child Labour
CLU	Child Labour Unit
COBET	Complementary Basic Education in Tanzania
GoT	Government of Tanzania
ILO	International Labour Organisation
INGO	International NGO
IPEC	International Programme for the Elimination of Child Labour
KIWOHEDE	Kiota Women and Health Development
MCDWAC	Ministry of Community Development, Women Affairs and Children
MoLYS	Ministry of Labour, Youth and Sports
MoEC	Ministry of Education and Culture
NGO	Non-Governmental Organisation
NNOC	National Network of Organisations Working with Children
NSWTI	National Social Welfare Training Institute
PSRP	Poverty Reduction Strategy Paper
SCF	Save the Children Fund
TACOSODE	Tanzania Council for Social Development
TAMWA	Tanzania Media Women's Association
TANGO	Tanzania Association of NGOs
TBP	Time Bound Programme
TFTU	Tanzania Federation of Trade Unions
VETA	Vocational Education and Training Authority
WFCL	Worst Forms of Child Labour

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Introduction

The National Round Table on the Time Bound Programme (TBP) on Worst Forms of Child Labour (WFCL) was held on 23 – 25, April 2001 in Dar es Salaam (a programme is in **Annex I**). The forum brought together representatives from the central government, donors, international organisations, child labourers, parents, district officials, NGOs working on child labour elimination initiatives, trade unions and employers associations. Lists of participants are provided in **Annex II**.

Tanzania is one of three countries selected worldwide for piloting the TBP. Experiences gained through ILO/IPEC and strong government commitment were important factors in the selection. The other countries are Nepal and El Salvador.

The goal of the round table was to deliberate on the way forward for Tanzania's invigorated fight against WFCL. These include slavery, trafficking and bondage of children, their use in prostitution and pornography, drug trafficking and in other illicit activities, their involvement in armed conflicts and in hazardous working conditions.

The round table was intended to:

- highlight the situations of children labouring in highly hazardous conditions;
- identify gaps in current policies and interventions for child labour elimination;
- identify existing and potential linkages within the broader national development goals.

Round table activities consisted of presentations, group work and plenary sessions. These activities led to the identification of priority sectors and target areas for the TBP, recommendations for policy and legislation, education and training, social mobilization and poverty reduction. Preliminary efforts were also made by the group participants to identify what needs to be done, by whom and how, in order to eliminate child labour in the priority sectors.

The round table was officiated by the Prime Minister of Tanzania Honourable Fredrick T. Sumaye (MP). His speech was preceded by those of representatives from the central government, the United States Department of Labour; ILO representatives in Geneva and Tanzania; child labourers; employers associations and trade unions. Refer to **Annex III** for copies of the speeches.

This report summarizes speeches, presentations and discussions from the 3-day meeting. Contributions to the round table from all stakeholders in and outside the country are greatly appreciated.

ILO initiatives on Child Labour Elimination:

Statement by Mr. Ali Ibrahim, Director of Area Office, ILO

ILO is a global phenomenon. ILO Conventions on child labour have been ratified by many of its Member States. The International Programme on the Elimination of Child Labour (IPEC) is currently active in over 70 countries, and enjoys broad support from governments, donors and civil societies. Since 1994, ILO/IPEC operations in Tanzania as a partnership between the United Republic of Tanzania and ILO. To date, 40 IPEC projects have led to the withdrawal of thousands of children from hazardous work, awareness raising and prevention of vulnerable children from entering labour. They have also helped to create income opportunities for families of child labourers, build capacity of labour inspectors and promote the enactment and enforcement of protective legislation.

Tanzania has ratified ILO Convention No. 138 (1973) on Minimum Age of Employment, and will ratify Convention No. 182 (1999) which deals with the WFCL.

Mr. Ibrahim emphasized that, while it has gained support from international actors such as the U.S. Government, the TBP is intended to be a participatory initiative. Its strengths will lie in involvement of local partner agencies and civil society, and in its integration with key policy instruments, such as the Poverty Reduction Strategy Paper (PRSP) and the Tanzania Education Policy. Realistic targets that can be achieved within a given time frame, and a robust monitoring and evaluation mechanism will be needed for the TBP.

Government Commitment to Child Labour Elimination:

Statement by the Prime Minister Honourable Fredrick T. Sumaye (MP)

The Government of Tanzania supports the view that child labour is work and activities that are mentally, physically, socially, morally dangerous or harmful to children; that deprive them of opportunities for schooling, enslaves or separate them from their families. Child labour is cruelty to children and an infringement of human rights, particularly the rights of a child. It is also a waste of human capital.

The government collaborates with ILO/IPEC, and has adopted ILO Convention No. 182 on the elimination of WFCL. Tanzania has also endorsed the Algiers 'Decision' (1999) by the heads of the Organisation of Africa Unity (OAU) Member States, to support conventions related to child labour. But despite this commitment, child labour is still a problem, particularly in commercial agriculture, fishing, mining, and in the urban informal and domestic services sectors. The government recognizes its responsibility to eliminate child labour on one hand, but also its limited resources and infrastructure on the other. That is why we strongly support the TBP for elimination of the WFCL. We believe that progress can be made through collaborative efforts with social partners.

We understand that political and societal will are key factors in success. On its part, the government pledges to ensure that the necessary policies and legal framework are in place, and that supportive social services including education and poverty reduction are given priority. The government aim is to improve the quality and access to education for all, including the most vulnerable children.

The Prime Minister challenged the participants to identify modalities which involves all stakeholders, particularly those at the grassroots level: local authorities, local communities, grassroots NGOs, teachers, parents and the children themselves.

Statement from Child Labourers, by Zena Rashid

Child labourers were represented by seven children from Singida Rural, Iramba, Mbeya, Songea, Morogoro Rural and Dar es Salaam. They identified factors contributing to child labour in Tanzania as: household poverty; poor / lack of education; loss of parents; child neglect and abuse at family, society and national level; gender discrimination; lack of policy on micro-enterprise; large families (more than 5 children per household); and temptations and peer pressure.

Child labourers are often beaten and hurt, paid poorly, worked for long hours, exposed to STI and HIV through rape. These constitute psychological, emotional and physical problems. The participating children had several recommendations to various stakeholders:

1. **Children** should know the effects of WFCL, city life, and dropping out of school. There is a need for forums on child rights and child labour at family and village level. They should also be involved in designing and planning of child labour elimination initiatives where they live.
2. **Parents** need to be knowledgeable on child rights and related gender issues. They should be open to their children and provide them with basic needs such as love, education, health and protection. This means that they should neither have more children than they can afford nor divorce.
3. **Religious Organisations** should continue to provide guidance and counselling.
4. **Journalists** must address child labour and provide information on services for those affected. They should write on child labour experiences, not just about beauty and sex.
5. **NGOs** should join forces to promote child rights, develop strategies to alleviate household poverty, withdraw children from child labour and help them with training. Effective counselling is key to withdrawal and rehabilitation of affected children.
6. **Government** should help to ensure access to relevant education for all children. They should also punish those who engage children in hazardous work.
7. **ILO/IPEC** should continue to work with the Government to ratify and implement Convention No. 182, support most vulnerable children, train labour inspectors, prevent HIV/AIDS, and to support for vocational training.

The Role of Association of Tanzania Employers and Trade Unions

Statement by Mr. Maenda and Mr. Ngula

Employers associations and trade unions are some of the major social partners of ILO / IPEC. Within ATE, it is believed that children under the age of 15 years belong in school and not on plantations. The organisation recognises that parents who are poor and uneducated are more likely to involve their children in child labour. However, its main activity is to raise awareness on the dangers of child labour among its clients, particularly owners of tea estates in Iringa and Morogoro, coffee in Arusha, and sisal in Morogoro and Tanga. As many as 1500 children have been withdrawn from these plantations as a result of their efforts. Of these, 500 children are back in school.

Trade Unions are natural allies in child labour elimination initiatives. Child labour not only interferes with labour regulation but also undermines union efforts to improve the welfare of its clients, the adult employees. As a result of the growing problem of child labour in Tanzania, the unions are in final stages of producing a policy on the elimination of child labour. In addition, the unions are involved in prevention of child labour through prevention of HIV/AIDS, community awareness raising, and dissemination of information related to child labour. Children have been withdrawn from child labour and rehabilitated as a result of the trade unions' efforts.

Both, the Trade Unions and the Association of Tanzania Employers view child labour as their challenge and support the Government and ILO efforts to eliminate child labour.

U.S. Government Support for Child labour elimination

Remarks by Sherin Khan, U.S. Government, Department of Labour

As the leading supporter of IPEC, the U.S. has accepted the challenge of eradicating the worst forms of child labour -- ratifying ILO Convention 182 and committing resources to its world-wide follow-up, including \$82 million for fiscal year 2001. Child labour problems are extensive and difficult, and will not be solved quickly, even with this level of support. We therefore encourage other countries to join us in supporting the follow-up work. We wish to recognize Tanzania's impressive commitment to eliminate child labour, and are pleased that the U.S. will be working closely with Tanzania and ILO on the Time-Bound Programme.

Day One Activities

Introduction to the Concept of the Time Bound Programme

By Gek Boo Ng, Director of IPEC Operations, ILO Headquarters, Geneva

There are about 250 million child labourers worldwide. A majority of these are in Asia. But Africa has the highest incidence of child labourers. While hazardous work has to be defined by each ILO member state, it is estimated that about 70% of children work in commercial agriculture, mining, fishing, factories and situations of extreme temperatures. These are visible and therefore relatively easy to target, as opposed to the 30% who are involved in hidden situations of domestic work and prostitution.

ILO Convention No. 182 has identified child labour as a human rights issue. Child labour has been shown to be very responsive to the level of educational access, gender discrimination and its rise can signal devastating long-term consequences to the labour market and human and social development. In developing States it contributes in lower skills, mobility, wages, and in turn, lower productivity.

The **aims of the TBP** include prevention and protection of children from labour, and providing direct assistance for their removal, rehabilitation and social reintegration. The TBP seeks to develop a strong social foundation and enhance social, political and labour capacities of the Tanzanian people. Given resource limitations, TBP will focus on elimination of the WFCL within the foreseeable future.

TBP requirements include a better understanding of what works well, involvement of social partners and civil society, and careful targeting and monitoring. TBP must respond to the needs of specific countries. Political commitment, local ownership and capacity and strong linkages are important conditions for successful implementation of the TBP.

The TBP will specifically address:

1. Macro-policies for economic growth and stability e.g., the PRSP;
2. National and social labour policy issues including child labour legislation and enforcement, population policies and health services;
3. Education and training, e.g., how to achieve the goal for universal education. The aim will be to improve access, quality, relevance and flexibility;
4. Social mobilization, including the role of media in awareness raising.

While building on ILO/IPEC experience in the last five years, particularly in capacity building and interventions, political commitment and social awareness, TBP efforts will be directed to prevention and withdrawal of children from the WFCL.

Tanzania faces several **challenges** in implementing the TBP: A large population under 15 years, high rates of HIV/AIDS, increasing poverty for the majority of people, a poor education system and lingering effects of structural adjustment policies. There is a need for a broad strategic alliance at all levels. Thus, strong coordination is critical in the TBP.

The **impact of the TBP** will not be limited to WFCL, but will also improve the labour market, and gender equality. Experience from elsewhere shows that success in mobilizing communities to address one problem can spill over to other common problems. Thus, the TBP has potential to contribute to overall social and economic progress.

What next? The round table will provide consensus on priorities, area targets and modalities. The programme will be developed in May and finalized in June of implementation in August or September. There will be a meeting with the presidents of the TBP pilot countries in June.

Knowledge Base on the WFCL: Presentation of the Child Labour Survey.

By Mr. Ngoi, National Bureau of Statistics / Ministry of Labour

The Integrated Labour Force Survey was conducted between April 2000 and March 2001. More than 65,000 questionnaires were administered in 12,000 households. About 23,000 children were interviewed. Preliminary results, based on 5,800 children responses, reveal distinct patterns between genders among rural and urban settings. In general:

- More female children live in rural than in urban areas. The reverse is true for males.
- More urban than rural children are involved in paid work.
- About 81% of households depend on subsistence agriculture. Only 12% of families depend on income from paid work and few do not have any economic activity.
- Large families are more affected by child labour.

About 40% of the children reported to have worked during the past 12 months and 28 % said they have worked in the past seven days. But even those ‘not working’ were involved in non-economic activities, e.g., housework. A very small portion of children reported doing no work - either economic or non-economic.

The main reason for working was to supplement household income. One third of rural children work on the family farm. And 48% of working children are also attending school.

Child Labour Profile in Six Sectors, Based on Rapid Assessment Findings

By Dr. Masudi, Faculty of Education, UDSM

Sectors studied: informal sector, commercial agriculture, domestic work, prostitution and mining. The sample for the study was purposive. The aim was to maximize information on the issues of interest. Findings are presented in **Table 1** below.

Table 1: Child Labour by Sectors: Findings from Rapid Assessment

Sector		Who is involved	Geographic areas surveyed	Special Characteristics, type of work and working conditions	Potential Hazards
Child Prostitution		Mostly girls aged 14-17	Dar es Salaam city, Mwanza city, Ruvuma and Singida Town (KIWOHEDE)	Highly mobile; Living with friends or as a group; day-time scavengers	Violence, kidnapping, STI infections including HIV, pregnancy/unsafe abortion; drug abuse; harassment by state organs; jail
Domestic Work		Mostly girls Urban aged 14-17 Rural aged 10-17	DSM; Iringa (Mufindi and Makete – done by UNICEF),	Highly mobile; Link between domestic work and prostitution; Work includes caring for small children and farm work; payment arrangements vary	Long working hours; Inadequate food/rest and payment; isolation/restricted movement; Physical and sexual abuse; STI/ pregnancies
Informal Sector		Male dominated aged 14-17	DSM, Arusha city, Mwanza – Done by NSWTI	Live with parents or relatives; Involved in family business; Highly mobile; Work includes scavenging, garage work, quarrying	Serious injuries; Fatal accidents; verbal and sexual abuse; unhygienic environment; carrying heavy loads, limited food
Mining		Mostly boys, but girls also involved - aged 7-17	Chunya (Mbeya), Geita (Mwanza), Tunduru (Ruvuma), Merereni (Arusha) Done by Dept of Sociology UDSM	Most live within vicinity. Girls working in food and drinks; Boys involved in digging in pits, carrying bags/rocks, sieving, pounding and crushing. Girls may work up to 10 hours.	Bilharzia, pneumonia, TB, STIs, silicosis, mercury poisoning
Commercial Agriculture	Tea	Boys and Girls 10 -17 age group	Lushoto, Rungwe (Done by TPAWU)	Most living with parents on plantation; 82% attend school; Labour intensive work; seasonal; Farmers shifting from big estates to small farms where restrictions are few	No protective gear; heavy loads (20-30 Kg); Long hours; Exposure to chemicals; occasional sexual abuse; Increasing school drop-out
	Coffee	60% girls 40% boys aged 10 –13	Karatu (Done by NSWTI)	Most live in the plantations with parents; Girls pick berries and weed, boys spray pesticides and prune; Work is labour intensive and seasonal. Pay goes to parents; Most attend school	Snakes and insect bites; Skin diseases, cuts; attacks by wild animals; Exposure to harmful chemicals
	Tobacco	Male dominated aged 14 –17	Urambo (Tabora), Iringa rural (Iringa)	<u>Iringa</u> : Children live with their parents; Work some days a week; Majority attend school <u>Urambo</u> : 47% live with parents; 38% live with employers; Work daily; Most are school drop-outs Work: clear fields, sow and transplant seedlings, harvest, tend to tobacco fields	Heavy loads; Physical and sexual abuse; Isolation and restriction of movement for some; Injuries and burns; Exposure to chemicals, smoke and toxic fumes; limited water and food (65% of boys in Urambo are from refugee camps in Kigoma and Urambo)
	Horticulture: Flower production Arumeru (Arusha)		No Child labour. This is a capital intensive work requiring knowledgeable staff. It is also export-oriented and therefore bound by international regulations. The firms are also bound by a TPAWU agreement.		

NSWTI: National Social Welfare Training Institute
TPAWU: Tanzania Plantation Workers Union

KIWOHEDE: Kiota Women and Health Development
UNICEF: United Nations Children Fund

Open Discussion/ Questions and Answers

Issues raised with regard to the study suggested the need to:

- understand perceptions of parents, children, teachers and local authorities of child labour and of ways to eliminate the WFCL.
- explore various social, economic and cultural factors contributing to child labour and more importantly, how these manifest themselves in different localities.
- cross check with data available to allow common understanding.
- explore the extent to which children can effectively tend to their studies while also working long hours. This information is key in developing education interventions. For example, will providing opportunity for education to children who are also working penalize the children by increasing their work load?
- establish more clearly the number of hours children are working.
- share experience on how to collect data on hidden forms of child labour.
- be clear on who is a child. However, it was also pointed out that there are situations where employers and local authorities are aware of laws against child labour, but choose to ignore these regulations, as child labour serves the interests of the local authority (plantations pay tax) and the employers (cheap labour).

It was also observed that in Tanzania, cultural and religious influences may complicate the definition of who is a child.

The link between prostitution and domestic work indicates a need for social mobilization.

Group Work Activity 1: Priority Sectors and Target Areas

Day one group work involved identifying **priority sectors and target areas (Table 2)**. Participants also identified constraints and challenges (**Table 3**) related to intervention in these sectors. Participants gave the highest priority to the elimination of **child prostitution**. Domestic child work and commercial agriculture sectors were followed by mining and the informal sector. Geographical location of the WFCL to be targeted were also identified.

Participants divided into 4 groups and reviewed previously determined sectors of WFCL in Tanzania: Prostitution, Domestic Work, Mining, Tobacco, Coffee and Tea farming, Informal Sector. They were required to:

- Rank in terms of priority for intervention
- Identify main regions and districts for these activities
- Identify constraints and challenges to intervention

Group Responses: Priority WFCL intervention sectors¹

- Upon scoring and aggregating the rankings of the various groups. Prostitution has highest priority followed by, Domestic Work, Mining, Commercial Agriculture², Informal Sector
- Regions and districts identified with WFCL: Areas associated with particular types of child labour identified.
- Constraints and challenges to intervention³:
 - Tackling root causes, e.g., poverty
 - Identifying alternatives to child labour, when the child's income is needed,
 - removal from one form may propel child into another worse form
 - Identifying alternative forms of livelihood for parents
 - Improving conditions of work as a whole
 - Improving the education system
 - Changing people's attitudes towards child labour
 - Making children aware of their rights
 - Lack of data
 - Where/How to draw the line between hazardous and non-hazardous
 - Enforcement of legislation & monitoring
 - How to involve community, including children, in eliminating child labour
 - How to bring together all actors / stakeholders
 - Leadership
 - Resources & capacity
 - Children in intervention area may come from far away, making it difficult to help them

¹ There was some discussion of what should be the basis for assigning priority. Factors considered included the degree of hazard associated with a type of labour, the number of children involved, the difficulty of intervention and whether the sector could be seen as the source of the problem.

² Most groups felt that, given the information available, it was appropriate to consider all types of commercial agriculture together.

³ For constraints and challenges associated with particular sectors of child labour, see Table 3

Table 2: Geographic Areas Associated with Specific Sectors of Child Labour

Sector	Geographic Areas
Prostitution	DSM (Kinondoni, Ilala) Towns: Arusha, Mbeya, Mwanza, Morogoro, Singida, Songea, Dodoma, Tanga Major highway junctions: Karatu, Makambako Around mining sites Source Areas: Singida, Ruvuma, Iringa, Morogoro, Dodoma, Mtwara
Domestic Work	DSM Towns & rural areas: Singida, Arusha, Mwanza, Iringa, Mbeya, Dodoma, Zanzibar Source Areas: Iringa, Singida, Dodoma, Kilimanjaro, Morogoro, Kondo
Mining	Arusha – Mererani ⁴ ; Tunduma; Geita; Chunya; Simanjiro; Kahama; Lindi; Kigoma; Mbinga; Morogoro – Mkuyuni, Rural; Tunduru; Nzega; Rungwa
Commercial Ag. - Tobacco: - Tea: - Coffee: - Sugar:	Urambo, Iringa, Songea Rural, Tabora, Kasulu Tanga, Iringa - Mufindi, Mbeya - Tukuyu, Kagera, Lushoto, Muheza Arusha, Mbinga, Kilimanjaro, Mbeya, Kagera, Karatu, Arumeru, Bukoba Rural ⁵ , Monduli Kilimanjaro, Mtibwa, Kilombero, Kagera
Informal Sector ⁶ - Fish: - Scavenge: - Quarry: - Garage: - General:	Coast, Mtera, Chunya, Lake Zones, Dams DSM & other urban areas DSM – Kunduchi DSM & other urban areas Bagamoyo, Kisarawe, Rufiji, DSM, Mwanza, Bukoba, Mtera

⁴ It was noted that in most mining sites the children come from nearby villages, but that child labourers in Mererani come from different regions.

⁵ Research hadn't indicated this area, but personal experience and knowledge of the HIV problem suggested it.

⁶ Most children were believed to come from nearby, except for fishing at Mtera.

Table 3: Constraints & Challenges Associated with Particular Sectors of Child Labour

Sector	Constraint / Challenge
Prostitution	<ul style="list-style-type: none"> ▪ Finding alternative sources of income ▪ Invisibility & mobility ▪ Sensitivity ▪ High demand ▪ How to reach the children ▪ Capacity of organizations to reach children ▪ Deep-seated practices, behaviors among certain groups ▪ Rehabilitation and behavior change for both the children and their clients
Domestic Work	<ul style="list-style-type: none"> ▪ Invisibility of child domestics ▪ Lack of alternatives ▪ High demand & high supply ▪ Lack of rights awareness ▪ Changing public & employers' attitudes ▪ Reaching both children and employers ▪ Enforcement of legislation
Mining	<ul style="list-style-type: none"> ▪ Physical danger to those intervening ▪ Getting cooperation of small miners ▪ Mobility ▪ High demand
Commercial Agriculture Tobacco: Tea & Coffee:	<ul style="list-style-type: none"> ▪ Getting employer cooperation ▪ Organized, semi-bonded labor ▪ Trafficking ▪ Lack of alternatives ▪ Subcontracts circumvent child prohibition ▪ Parent need of child assistance
Informal Sector	<ul style="list-style-type: none"> ▪ Mobility among both areas and types of work ▪ Family setting ▪ Perceived value of imparting skills

Day Two Activities

Child Labour in Tanzania: Causes & Consequences; Child Labour Markets & Dynamics

By Yaw Ofosu, IPEC Geneva

This paper uses material from *The Methodological Guide to TBP*, and draws on the *Rapid Assessment Studies* and the *PRSP*. Linkages between poverty, macro-economic policy, education, labour market and child labour are explored in detail.

In Tanzania **poverty** is not only pervasive and deep, it is worsening, particularly in rural areas. Effects of poverty, such as high fertility and dependency ratios, gender inequalities and mortality due to HIV/AIDS, are likely to increase child labour. While economic growth is necessary, poverty alleviation can only result from deliberate efforts to increase revenue for social sector development, including education, job creation and demand for skilled labour, and positive changes in social norms.

In the 1970s Tanzania did well in providing education to majority of children. But since the early 1980s the number of 5-17 year-olds not attending school has continued to grow. Currently, Tanzania's **primary school education** is invariably associated with poor access and quality. About 4 million children are not enrolled in school. And 53% of those enrolled are also working. What implication is this going to have for school performance?

Poor infrastructure and undeveloped markets lead to low demand for skilled labour, and in turn, to increased demand for child labour. In Tanzania child labour is attractive because of weak policies, poor enforcement of labour and occupational safety regulations, and child rights.

The linkage between poverty and child labour has far reaching **consequences** in terms of limiting economic growth possibilities, effective political participation, efficient government and socio-cultural development.

Child labour elimination will depend on:

1. Improving access to, quality of, and relevance of education;
2. Implementing and enforcing relevant policies and legislation; and
3. Addressing the social and demographic dimensions of the problem.

Guided Discussion by Tripartite and Donor Panellists

Children should be removed from situations of child labour. But what is more important is to create non-hazardous alternatives for them. The necessity of using children to contribute to family income must also be addressed.

Alana Albee: The household survey provides new information and trends on poverty: The majority of out-of-school children are working. An increasing number of children in Dar es Salaam and in rural areas not receiving education at all, and the number of

households in extreme poverty in rural and most urban areas is rising. Self-employed farmers are becoming poorer than those hiring their labour to big farms.

Current economic growth in Tanzania which is due to mining is not pro-poor. Mining companies won't be paying any taxes for the next ten years. There is a need to be practical and specific. Interventions must be targeted and achievable. There is a need to link TBP with PRSP, which represents the government's commitment. Child labour elimination should be added to the list of PRSP targets. While lobbying for higher expenditure to reduce child labour is needed, proponents of child labour elimination should also be asking why the increased social sector budget has not reached the base.

John Gonza: Our economy is not growing at the required rate in order to reduce poverty by half in 15 years as planned. Efforts by the government to promote growth through foreign investment have so far contributed to child labour. What we need is to increase access to credit in rural villages, formulate economic policies to address poverty among the majority, and promote domestic savings.

Mark Mfunguo: Experience shows that without improving the quality and relevance of education, withdrawn children may resort to hidden hazardous work. This is particularly important for AIDS orphans. About 3 million children are living in child-headed homes.

A point was made on the importance of advocacy. Tanzanians listen to their leaders. Child labour must be seen as a priority for the Government.

**Current Policy, Institutional Framework:
Gaps and Opportunities in the Context of the TBP
By Local Perspective**

Policies and Legislation (Christine Minja-Trupin)

Child labour related policies are indicative of government commitment to child labour elimination. Tanzania views child labour as a symptom of poverty and approaches it from a multi-sectoral perspective.

Legislation: The presentation on legislation is summarized in **Table 4** below. Tanzania has regulations against child labour since 1957. The problem is enforcement.

Table 4: Legislation: Gaps, Challenges and Opportunities

Legislation	Key Features	Strength	Challenges	Opportunities
Employment Ordinance (1957, Amended 1969) Cap 366	<p>< 12 years: no employment</p> <p>Age 13 – 15: employed under certain conditions</p> <p>Age 16-17: no hazardous work</p>	Has enforcement mechanism	<ul style="list-style-type: none"> - Limited resources - Limited public awareness - Penalty extremely low; - Does not address causes of child labour; - Lack community involvement; - Not address self employed children - Not easily accessible to children themselves 	<p>Poverty Reduction Policy;</p> <p>Reform (decentralization) process</p> <p>TBP</p>
Education Act (1978. Amended 1995)	<p>Age 7-14: must be enrolled in 7 years of primary education;</p> <p>Regular school attendance</p> <p>Two years of preschool from age 5 (1995)</p>	<p>Addresses key contributing factor</p> <p>Community to implement and enforce: (Section 39)</p> <p>Compulsory enrolment and attendance Rules (1979)</p>	<ul style="list-style-type: none"> - Budget limitation; - Poor quality of education; - Lack meaningful community involvement; - Does not address children expelled from school; 	<p>Debt relief;</p> <p>Poverty reduction policy;</p> <p>Reform (decentralization) process</p> <p>TBP</p>
PRSP		Government commitment to reduce poverty	<ul style="list-style-type: none"> - Undeveloped labour market; - Mainstreaming of CL issues; - Equitable growth 	<p>Political stability;</p> <p>Donor support</p>

Table 5: Government Policies related to Child Labour Elimination (summary of presentation by **Herman Amma**)

Policy	Roles	Objective	Gaps	Opportunities
National Child Labour Policy	MoLYS: CLU to coordinate child labour activities	Progressive elimination of CL	CLU need to be strengthened; Need for a strategic locate of the Unit;	CL policy will further legitimize resource allocation;
Agriculture and Livestock Policy (1997)	Ministry of Agriculture	Reduce rural poverty	Needs to address the use of children in agriculture	PRSP
Mineral Development Policy	Ministry of Mineral and Energy	Specifically prohibit children under 16 from mining work	Needs reinforcement	PRSP TBP
Community Development Policy (1996)	MCDWAC	Community involvement in solving their own problems	Limited experience on community involvement	TBP
Child Development Policy (1996). National Youth Development Policy	MCDWAC MoLYS	Protection of children right Rights of youth to health, recreation and education	Lack of enforcement Limited resources	PRSP PRSP, TBP

MoLYS: Ministry of Labour, Youth Development and Sports

CL: Child Labour

CLU: Child labour unit

MCDWAC: Ministry of Community Development Women Affairs and Children

Education Policy: Joy Stephens

Economic crisis in the 1980s and recovery programmes following the crisis have led to loss of the education gains made in the 1970s. Many issues have been raised with regard to the situation of education in Tanzania and its relation to child labour. Additional issues are summarized in **Table 6** below.

Table 6: Education Policies

Issues	Aims	Observations	Implications
Education and Training Policy (1995)	Child centered, community guided, & integrated education	Not implemented	Problems of poor quality and relevancy remain
Secondary school	Preparation for skilled workers	Public education serves minority (10%)	Perceived limited value of education
Pregnancy & early marriage	Education is for all. No policy to ban pregnant girls from school	Many girls expelled from school each year because of pregnancy	Gender discrimination in education;
Investment in Education	3% of the GDP but slowly raising. Free education at all levels till recently.	The cost per student ratio primary: secondary: tertiary is 1:6:88	Fail to provide basic education to majority; unsustainable education. system
Parents contribution to education	Government encourages private schools	Able parents joining private school living poor children in poor public schools.	Enhance the gap between the emerging rich and the poor in education

Institutional Framework - Roles and Responsibilities: The education system shows linkages from the national to village levels. However, in the current reforms it is not clear where boundaries of responsibility lie. The districts will now report to the Ministry of Regional and Local Government rather than to the specific ministries. Coordination between the ministries is likely to be a major determining factor. Other basic education initiatives are presented in **Table 7**.

Table 7: Basic Education related Initiatives

Initiative	Supporting Agents	Management	Purpose
District Based Support to Primary Education (DBSPE)	Basket Funds	Districts	Improve the quality of education
Complementary Basic Education	MOEC, UNICEF	MOEC	A 3 year booster programme to help drop-out children get back into the formal education system
Community Education Fund	MOEC, World Bank	Districts	To improve the conditions of schools
New Curriculum	MOEC	Districts	To make education more relevant
Pre-school education	MOEC, ILO/IPEC	MOEC	To implement component of the education and training policy of 1995
Vocational education and Training (VET)	MoLYS GTZ	VETA	To provide youth & children alternative skills for income generating activities

VETA: Vocational Education and Training Authority

MoEC: Ministry of Education and Culture

GTZ: German Technological Assistance Agency

Open Discussion / Questions and Answers

- Efforts are underway, with support from DANIDA, to review current legislation. Minimum age will be raised to 14 years and ILO Convention 182 will soon be ratified.
- The COBET programme has two cohorts: one for children up to 13 years of age and the other for children up to 18 years. The latter is more geared to life skills and capacity building for self-reliance, and possibly for filtering into secondary schools.
- Child unfriendly cities should also be considered among hazardous places. Many cities lack safe places for children to play.
- Food insecurity can be a major factor in school drop out. Hungry children prefer to work for income than go to school. When families relocate because of food shortages, children are often unable to continue with schooling.

Current Initiatives to Combat Child labour

Constraints and Linkages - Part I

By William Mallya, ILO/IPEC, Tanzania

The main aim of IPEC Tanzania is to assist the government and social partners to design and implement specific action projects to prevent and eventually eliminate child labour. Particular attention is given to the Worst Forms of Child Labour (WFCL). **Table 8** (page 18) summarizes IPEC supported activities indicating collaborators and achievements. Experiences gained in this programme will be instrumental in implementing the TBP.

Challenges to IPEC include:

1. Weak financial base is a hindrance to integration and sustainability;
2. Limited alternatives for ex-working children;
3. Limited coverage, both geographically and in child labour sectors;
4. Limited linkage with other stakeholders.

Current Initiatives to Combat Child labour

Constraints and Linkages – Part II

By Montse Pejuan, Local Perspective

A number of ILO/IPEC initiatives dealing directly or indirectly with child labour are already underway in collaboration. More initiatives and thus actors may need to be brought into the picture for the purposes of implementing the TBP. **Table 9** (page 19) below is a summary of this current situation.

Table 8: IPEC Tanzania Child Labour Elimination Initiatives

Stakeholders	Social partner	Main Activities	Specific Achievements
Government	Ministry of Labour, Youth and Sports	Implementing and Enforcing legislation	Supported CLU and labour inspector training; Ongoing training and sensitisation; Inter-agency collaboration and networking;
	NSWTI	Capacity building	Provided training to social partners
	MCDWAC, MOEC	Prevention	Mainstreaming of child labour issues in their activities
	PMO- Information Services	Prevention	Raised awareness
Donor	UNICEF	Prevention, rehabilitation, integration	Shared information; joint interventions
	German Government	Financial support	Helped IPEC get started in Tanzania
	Norwegian Government	Education and training	Capacity building
	US Government	Financial support	TBP
NGO's	Umbrella NGOs	Prevention, withdrawal and rehabilitation	Linked IPEC to many regional and district level NGO; provided training in problem identification, monitoring and evaluation to grass root actors
	Dogodogo Center	Withdrawal	Integrated many children into education and training
	TAMWA	Prevention	Information campaign and mobilization on domestic workers
	ATE	Prevention and withdrawal	Raised awareness on Child labour regulations among plantation owners
	KIWOHEDE	Withdrawal and rehabilitation	Conducted intervention with child prostitutes

PMO= Prime Ministers Office

Table 9: Initiatives and Actors: Current and Potential

Initiative	Actors	Roles
Advocacy & Networking	e.g. NNOC; ANPPCAN etc	Pressure government for appropriate legislation; Enforcement of regulations
Research/Data Collection	Very few. Most research indirectly linked to child labour	Enhance understanding on child labour issues
Awareness Raising/ Community mobilisation	Most NGOs, CBOs & Trade Unions	Raise profile of child labour; Instigate community action
Crisis Centres for Working Children	Urban located	Provide counselling, legal aid and health service to domestic workers street children and child prostitutes
Withdrawal and rehabilitation	Trade Unions	Pressure for legislation, lobby for change and enforce regulations; Provide legal aid
	Employers associations,	Sensitise members on the benefit of non exploitative management; Educate on regulations
	Some NGOs	Reintegrate into school and training
Education	MoEC and some NGOs	Provide scholarships; life skills training; out of school education; teachers training
Vocational Skill Training	VETA and NGO's	Provide alternative, viable non hazardous sources of income generation
Poverty Reduction	Micro-credit projects	To increase net income of poor households to reduce the need for child labour contribution to family income

NNOC: National Network for Organisations dealing with Children

ANPPCAN: African Network for Protection and Prevention against Child Abuse at Work

Review of Conclusions

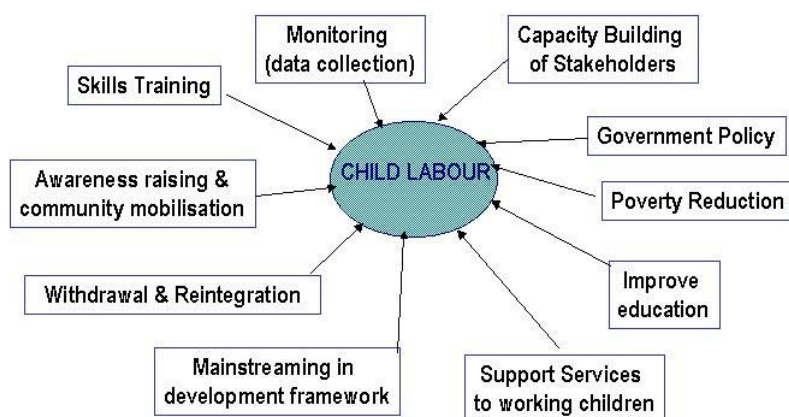
Findings of the review of the policy-institutional framework and interventions show that, several issues will need to be considered for TBP to succeed. See **Table 10**.

Table 10: Issues to consider in Planning the TBP

Conceptual	Who is a child in the context of Tanzania; identify priorities: sectors and location
Objectives	Specify expected outcomes in a given time
Sustainability	structure, regulations, and process need to be in place now for progressive elimination of child labour
Data Collection & Monitoring	Mechanism to ensure that the programme is implemented as planned; observations inform programme development
Maximizing existing resources	Identify who has comparative advantage in what
Networks	Mechanisms for sharing information, joining efforts and avoiding duplication
Ownership	Programme must be owned by Tanzania from the start

The TBP is more likely to succeed through an **integrated approach**. This means that while the objectives will be specific, the implementation process should be flexible to allow specific packages for different sites based on needs and situation on the ground.

AN INTEGRATED APPROACH



Group Work Activity 2: Policy gaps

Participants worked in four groups with to identify gaps and suggesting recommendations for the TBP. Selected categories were (i) Employment and Protection Policy; (ii) Education, Vocation and Training; (iii) Social Mobilization and Community Participation, and (iv) Poverty Reduction Measures. Summary of this group work is presented in **Table 11** (below).

- **Group 1** argued that policy matters are prerequisite for the implementation of the TBP. They should therefore be considered early in the programme's process.
- **Group 2** participants felt that the desired outcomes of TBP in education should include: increased school enrolment, elimination of prostitution and other WFCL, and increase education alternatives for working children.
- For purposes of sustainability of the programme, **Group 3** emphasized the need to use existing structures and institutions.
- Increasing the income of the poor was proposed by **Group 4** to be the TBP's impact on poverty reduction.

Table 11: Group Work: Gaps and Recommendations

Area of Concern / Institution / Programme	Gap / Problem	Recommendation / Programme or Policy to be Created
Group I: National and Social Policy		
Legislation on child labour on process	Does not address child labour specifically	Enact explicit prostitution legislation
Categories of employment	Inadequate dissemination	Employment dictionary to be disseminated to all stakeholders, including foreign investors
minimum wage legislation applies only to formal sector	Low payment for children. Encourages child labour	New wage policy should discourage employment of children
Prostitution is illegal	Not enforced	Need enforcement
Tripartite structures for negotiation; labor advisory board; minimum wage board	child laborers not involved	Need to strengthen; increase participation
Technological Change	Lack of absorptive capacity, innovation and creativity	need relevant training; 'home-grown', appropriate technologies; encourage spirit of innovation and creativity
employment ordinance cap 366; draft; TAS; VETA Act; PRSP; employment policy; Vision 2025; Youth Policy; Micro-finance Policy.	High unemployment	Implement existing policies; mainstream child labour into PRSP and Vision 2025
Social safety nets: NGO, local community religious organisation, tripartite structures	Limited capacity; poor coverage; unsustainable; lack of integration/networking	Strengthen network; mobilize resources; good governance in all institutions; comm. participation
Households (Most vulnerable children)	Inadequate resources; limited capacity; broken families	Support to families; community oriented approaches

Group II: Education & Vocational Training (Facilitator: Eutropia Ngido)		
Issues	Gap / Problem	Recommendation / Programme or Policy to be Created
Grass root level (Ward and below)	Inadequate machinery to mobilize school attendance; inadequate coordination; inadequate transport, finances	Need concept of alternative opportunities; alternatives for vulnerable children; seasonal rescheduling; flexibility
	inadequate alternatives, inflexible school schedules	compile learning from COBET & expand COBET-type programmes, establish effective mechanism to absorb child laborers and other vulnerable children
	inadequate mechanism to enforce pre-primary education; inadequate resources, especially teachers, materials and finances	create mechanisms to generate resources to run and manage pre-schools, enhance community participation to contribute to pre-school activities
	Unattractive environment, inadequate facilities, lack of resources and community ownership	promote community ownership; establish mechanism to identify & support most vulnerable children in the community; enhance counseling services in schools; revive extra-curricular activities
Teachers	lack teaching & community mobilization skills, not friendly to children	update motivation package of teachers, abolish corporal punishment – work out discipline alternatives, establish mechanism which will provide necessary training to teachers
Curriculum	low relevance to current labor market & self-employment needs	revise curriculum to address current needs, especially those of vulnerable children; include child rights; reorient teachers to deliver revised curriculum; develop comprehensive approach to make changes in education system
Community	not involved meaningfully, no skills to mobilize community resources	community dialogue to internalize the adverse effects of child labour; secure community commitment to improve education
transition to secondary / vocational education		partnerships, e.g., among communities & NGOs, religious bodies, to expand post-primary education; build capacity of the vocational training inst.;

Group III: Social mobilization and community participation (Kate Forrester)	
Gaps / Problems	Recommendation / Programme or Policy to be Created
Inadequate sensitisation at grass roots level	Build capacity of people/organizations for sensitisation
Children not involved in matters concerning them	Target interventions at children; Involve children from the start
Inadequate community involvement in all stages of projects; lack two way communication	Meaningful community involvement; institute relevant by-laws to back up community involvement; community child labour committees to monitor
Interventions targets receiving but not supply end.	Synchronize child labour elimination work;
Lack of relevant material for awareness raising	Develop & share relevant advocacy & awareness raising materials
Inadequate coordination and networking of stakeholders	Enhance coordination & networking
Inappropriate approaches for hidden sectors	Develop, through sharing experiences, relevant materials for reaching difficult-to-access groups
Poor understanding of regulation among actors e.g. media	Expose journalists to child labour issues & labour laws
Poor communication	Increase coverage on information about child labour

Group IV: Poverty Reduction Measures (Facilitator: Sume Kaare)		
Issues	Gap / Problem	Recommendation / Programme or Policy to be Created
Credit Institutions	Few facilities in rural areas; lack of understanding on implementation modalities useful for the poor	review experience with micro credit schemes and identify needs and potential to benefit from micro credit in areas of WFCL
Poverty Reduction Strategy Paper (PRSP)	child labourers not listed among extreme forms of vulnerability; insufficient participation in the PRSP process and in its dissemination	establish a lobby group to advocate for inclusion of child labour issues in the PRSP ⁷ , and to highlight child labour concerns in other poverty reduction policy / programme development
	no national policy on employment creation; employment dimension of privatisation has been neglected	Greater participation of local communities and authorities in poverty reduction measures

⁷ Specifically for the inclusion of child labour-related indicators, since it is especially the selection of PRSP monitoring indicators which is still open to input from stakeholders.

Day Three Activities

Group Work Activity 3: TBP Implementation Modalities

In this last group activity, participants were asked to identify specific activities of the TBP, indicating the time frame, and who will be responsible. The work was built on the previous recommendations and limited to the priority sectors. Like in the other group activities, the results were shared with all participants in a plenary session, in **Table 12** below.

Table 12: Group Work: Time Bound Programme Modalities**Group I: Employment and Protection (Facilitator: Christine Minja-Trupin)**

	Review Policies	Formulate By laws	Build Capacity	Enforce Laws	Public Aware	Coordinate/ Network	Mobilize Resource Support	Monitor & Evaluate	Disseminate	Accountability
MoLYS	Wage policy;		Labour inspectors	On Prostitution; Employ. Act	Existing laws		6	Knowledge and practice	laws to public & employers	6
Other Govt Institution.	Mainstream CL into existing policies		Respective staff on CL issues	6	Laws & initiatives		6	6	Policies and good practices	6
Donors	Provide support to Actors									
CLU			To coordinate and Network		CLE initiatives	6	6	CL elimination	Trends, achievements & good practices	6
Local Govt		6	To regulate plan and monitor	6	Laws & initiatives		6	6	Statistics	6
NGO/CBO		Facilitate	Governance, mobilization, counseling, comm. Based	6	Initiatives on CLE	6	6	6	Experiences, activities	6

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			approaches, Identify problems, lobbying/advocacy							
Ward/ Village		6	Mobilize, plan and monitor	6	6	6	6	6	Statistics	6
Community		6	Identify problems, plan and implement	6			6	6	CL situation	6

Priority Sector:

1 = Child Prostitution

3 = Commercial Agriculture

5 = Informal Sector

2 = Domestic Worker

4 = Mining

6 = To be done with respect to all priority sectors

Group II: Education, Vocation and Training (Facilitator: Eutropia Ngido)

	Community	Village Council	NGO/CBO	District management	Donors	ILO/IPEC	Government
Improve Quality of basic Education	Identify role of school committee; Mobilize resources	Match need to resources		Develop mechanism for school retention	Provide support	Facilitate enrolment of most vulnerable children	Mobilize local and external resources; develop regulation; ensure equity; Teacher training
Eliminate WFCL		Create & Enforce by laws	Raise awareness; Prevention, withdraw and rehabilitation	Enforce law on CL elimination; include CL elimination in plan	Support for social and economic development	Facilitate coordination of CL elimination; lobby for CL elimination; Help build capacity for prevention and law enforcement	Raise awareness; provide safety nets; improve basic education; understand caused of CL and develop policy options; Monitoring and Evaluation
Create alternative for working children	Know who is working where and why	Identify local opportunities for working children	Dialogue with community and local leadership on options for working children;	Develop locally specific plan for educating working children	Support initiatives to integrate and retain working children in school	Support training of trainers; Forge collaboration with MoEC for vocational training	Mechanisms for better use of existing facilities
Monitoring and Evaluation	Observation	Record keeping on CL situation	incorporate M & E into activity plan	Establish indicators for CL	Provide Capacity building support	Define standards; Support training, data collection, analysis and dissemination	Collaborate with CLU in monitoring CL situation

Community = Parents, teachers and children

Group III: Social Mobilization and Community Participation (Facilitator: Kate Forester)

Intervention	Activity	Who is responsible
Awareness raising	Sensitization on CL issues; Forge links with districts	NGO; CBOs
Capacity Building	Training on Child labour	District official, local NGO, donors
Planning for CL elimination	Situation analysis for good understanding of CL; develop by laws for implementation; coordinate with CLU, NGO and community	District management Team in targeted areas
Setting Milestones	Identify indicators for awareness, participation and coordination	District management team
M&E	Develop tools and guidelines; Report and follow up	Children, parents and Districts
Resource management	Book keeping; Accountability	By all involved

Group IV: Poverty Reduction Measures (Facilitator: Suma Kaare)

What	How	Actors				
		Community	NGO/CBO	District Authority	Donors	Govt.
To increase income of the poor:	Strengthen credit; Identify opportunities and institutions Provide training	Assess needs & identify targets; Mobilize funds; Monitor CL	Provide training; Administer funds; M & E projects	Integrate micro-finance into established revolving funds Coordinate M&E and follow up credit facilities	Provide financial/ resource support and training	
	Mainstreaming CL into PRSP		Lobbying for CLE in PRSP	In targeted areas		NCLESC
Accountability	Built in at all levels					

NCLESC = National Child Labour Elimination Steering Committee

Closing Remarks

By

Alhaj Prof. J. Kapuya (MP), Minister of Labour, Youth Development and Sports

The Minister of Labour, Youth Development and Sports, Professor Kapuya identified the main achievements of the round table as:

- Discussions on the situation of child labour in the country, its causes, consequences and its dynamics in the labour market;
- Reached consensus on priority sectors and geographic areas for interventions;
- Identified gaps on policies, institutional framework;
- Agreed on intervention priorities which could be the nucleus for the formulation of the National Action Plan to implement a TBP on the elimination of WFCL in Tanzania.

The government expressed appreciation to the ILO/IPEC for their immense financial and technical support towards a successful campaign against child labour in Tanzania and to the US Government for her readiness to support Tanzania in this programme.

Annex I

Annex II

**ROUND TABLE MEETING ON TIME BOUND PROGRAMME ON
THE WORST FORMS OF CHILD LABOUR IN TANZANIA
SEA CLIFF HOTEL DAR ES SALAAM 23-25 APRIL 2001**

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